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Financing of the United Nations Protection Force, the United Nations Confidence Restoration Operation in Croatia, the United Nations Preventive Deployment Force and the United Nations Peace Forces headquarters

Report of the Secretary-General

Addendum

Summary

The present report is submitted pursuant to paragraph 15 of General Assembly resolution 50/235 of 7 June 1996, in which the Assembly urged the Secretary-General to review, on an urgent basis, the concerns regarding (a) decentralization of administrative functions (such as recruitment and placement, movement control, training, repatriation and procurement) of the United Nations Mission in Bosnia and Herzegovina (UNMIBH), the United Nations Transitional Administration for Eastern Slavonia, Baranja and Western Sirmium (UNTAES) and the United Nations Preventive Deployment Force (UNPREDEP), and (b) reducing the overall number of administrative staff, which were raised in the report of the Advisory Committee on Administrative and Budgetary Questions (A/50/903/Add.1), and to report thereon to the Assembly by 1 July 1996.

It had been proposed in the report of the Secretary-General of 29 March 1996 (A/50/696/Add.5) that effective 1 July 1996 central support would only be provided to the new missions in the areas of provisioning and warehousing of motor vehicle spare parts, maintenance of the communications network and provision of fixed-wing air support. An in-depth review of the decentralization of additional administrative support functions was subsequently undertaken during the month of June 1996, the results of which are contained in the present report.

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1. The report of the Secretary-General to the Security Council of 6 February 1996 (S/1996/83) presented updated information on relevant events throughout the United Nations Peace Forces mission area, including information on the new missions established by the Council, namely, the United Nations Mission in Bosnia and Herzegovina (UNMIBH), the United Nations Transitional Administration for Eastern Slavonia, Baranja and Western Sirmium (UNTAES) and the United Nations Mission of Observers in Prevlaka (UNMOP).

2. Section IV of the Secretary-General's report addressed the administrative support arrangements for the new missions as well as for the liquidation of the United Nations Protection Force (UNPROFOR), the United Nations Confidence Restoration Operation in Croatia, which is known as UNCRO, and the United Nations Peace Forces headquarters (UNPF HQ). It was stated in paragraph 27 of the report that the Secretary-General planned to retain the structure, staffing level and material resources of the UNPF Division of Administration for a period of up to five months (until the end of June 1996). As separate administrative support infrastructures were established in the new missions, personnel and assets were to be transferred to them as quickly as circumstances on the ground would allow. It was further indicated, in paragraph 28, that for reasons of cost effectiveness, it was envisaged that some elements of administrative support for UNMIBH, UNMOP and UNTAES, such as the communications master network control centre, transport, spare parts warehousing and, possibly, civilian air support, would continue to be centralized, and would be attached to one of the new missions in the area for administrative and budgetary purposes.

3. In accordance with paragraph 27 of the report, the cost estimates contained in the report of the Secretary-General of 29 March 1996 on the financing of the United Nations Protection Force (UNPROFOR), UNCRO, the United Nations Preventive Deployment Force (UNPREDEP) and UNPF HQ (A/50/696/Add.5) provided for the liquidation of UNPF for the period from 1 July 1996 to 28 February 1997 as well as for central support to UNTAES, UNMIBH and UNPREDEP for the period from 1 July 1996 to 30 June 1997.

4. The central support staffing requirements included 21 international staff and 38 local staff throughout the 12-month period and 3 General Service administrative assistants for the period from 1 March to 30 June 1997 to carry out the following functions:

   (a) The provision of motor vehicle spare parts for both United Nations-owned and contingent-owned vehicles to minimize the stock level;

   (b) Maintenance of the communications network, which was built up under UNPROFOR and designed to support the entire mission area of Croatia, Bosnia and Herzegovina and the former Yugoslav Republic of Macedonia. It would not be economical to replicate this system within each of the new missions and to do so could lead to a decrease in efficiency, since each mission may not be able to support the same range of services as a centralized infrastructure;

   (c) The provision of air support, consisting of one Antonov-26 aircraft, which will be used for heavy-lift support and for transportation of personnel within the mission area. It was not anticipated that any of the missions would have need for the use of such an aircraft on a full-time basis and it was therefore proposed that the aircraft be shared by all missions in the former Yugoslavia.

5. As a result of political developments in the region, the Security Council took a number of actions in late 1995 and early 1996 regarding United Nations peace-keeping operations in the former Yugoslavia as follows:

   (a) On 30 November 1995, the Council decided by its resolution 1025 (1995) to terminate the mandate of UNCRO on 15 January 1996;

   (b) By its resolution 1031 (1995) of 15 December 1995, the Council decided to terminate the mandate of UNPROFOR on the date on which the Secretary-General reported that the transfer of authority from UNPROFOR to the Implementation Force (IFOR) had taken place. The transfer of authority took place on 20 December 1995;

   (c) On 21 December 1995, the Council adopted resolution 1035 (1995), by which it established UNMIBH, which consists of an International Police Task Force and a civilian office;

(d) By its resolution 1037 (1996) of 15 January 1996, the Council established UNTAES to govern the region of Eastern Slavonia, Baranja and Western Sirmium during the transitional period and to maintain peace and security;

(e) On 15 January 1996, the Council also adopted resolution 1038 (1996), by which it decided to authorize the United Nations observers to continue monitoring the demilitarization of the Prevlaka peninsula. This independent mission, which reports directly to United Nations Headquarters, is known as the United Nations Mission of Observers in Prevlaka (UNMOP);

(f) In a letter dated 1 February 1996 (S/1996/76), the President of the Security Council informed the Secretary-General of the Council's concurrence in principle with his recommendation that UNPREDEP become an independent mission.

6. In addition to the above-mentioned operations established by the Security Council, the Secretary-General informed the Council in paragraph 24 of his report of 6 February 1996 (S/1996/83) of his intention to retain liaison offices in Belgrade and Zagreb, which would report to United Nations Headquarters in New York.

7. Each of the new operations was established by the Security Council as an independent mission reporting directly to United Nations Headquarters, with a specific mandate and with mandate periods varying from 3 to 12 months. The determination of the staffing requirements for these operations, as set out in the report of the Secretary-General of 13 March 1996 (A/50/696/Add.4 and Corr.1), took into consideration the fact that the missions were operating in different countries and had different military and civilian configurations. Furthermore, their operational requirements are diverse and highly dependent on flexible and timely administrative support of their mandated activities. These circumstances dictate the need for direct control and accountability for the principal logistic and administrative functions.

8. For these reasons, it was decided to make each mission as administratively independent and self-contained as possible, with only a few administrative support functions to be centralized. For reasons of economy and efficiency, however, it was decided that the administrative support needed for the small operations, UNMOP and the Belgrade and Zagreb liaison offices, would be provided by UNMIBH and UNTAES, respectively.

9. Following these actions by the Security Council and the recommendations of the Secretary-General, an extensive exercise was undertaken in the mission area and in the Department of Peace-keeping Operations to determine the operational requirements of these missions, including the civilian staffing requirements, and to prepare the related cost estimates. The cost estimates for all operations, including the pre-liquidation of UNPF headquarters, during the transitional period from 1 January to 30 June 1996 were contained in the report of the Secretary-General of 13 March 1996 (A/50/696/Add.4 and Corr.1).

10. The Advisory Committee on Administrative and Budgetary Questions considered the report on the financing of UNPROFOR, UNCRO, UNPREDEP and UNPF HQ for the 12-month period beginning 1 July 1996 (A/50/696/Add.5) as well as the financing reports and staffing requirements for UNMIBH (A/50/906), UNTAES (A/50/909) and UNPREDEP (A/50/895) for the same 12-month period.

11. With regard to the decentralization of administrative functions after 30 June 1996, the Advisory Committee stated in paragraph 24 of its report of 6 May 1996 (A/50/903/Add.1) that it was not provided with sufficient justification for advantages and benefits of the proposed decentralization of the administrative support functions. The Committee expressed its concern that the decentralization might lead to unnecessary fragmentation in administrative functions, their overlap and duplication. The Advisory Committee therefore recommended that the proposed decentralization of administrative functions be reviewed by the Secretary-General with a view to (a) identifying additional functions that can most efficiently be performed centrally such as recruitment and placement, movement control, training, repatriation of troops (especially as concerns contracting for air and sea carriers) and procurement; and (b) reducing the overall number of administrative staff of the missions. The Advisory Committee requested that the results of the Secretary-General's review be reflected in the next budget submission for the missions.

12. Following the issuance of the report of the Advisory Committee of 6 May 1996 and the adoption of General Assembly resolution 50/235 of 7 June 1996, the staffing requirements for each of the operations have been rigorously scrutinized once again based on experience gained during the previous five-month transitional period and practical requirements for administrative support of the operations in the former Yugoslavia. In-depth discussions on this matter took place with the participation of the Head of Mission and Chief Administrative Officer of each mission.

13. First of all, it was determined that the target date of 1 July 1996 for the new missions to become stand-alone operations could be met despite the slow deployment of personnel to them. It was anticipated that by that date the minimal number of personnel required would be in place, the support systems (communications, Sun, Reality) would have been operational and that the relevant delegations of authority from Headquarters would have been approved.

14. The analysis undertaken showed that centralization of administrative functions in the mission area would yield comparatively modest savings in terms of required personnel, since even in a centralized environment focal points for procurement, finance and other areas would have to be retained locally. Conversely, and more importantly, the review showed that by creating an additional procedural tier one would render support functions more cumbersome and reactive rather than proactive. The separation of responsibility for achieving results, on the one hand, and the responsibility for providing support, on the other, requires clearly defined authority, reporting channels and lines of accountability in a centralized environment.

15. The functions that require centralization, that is, recruitment and placement of international staff, contracting air and sea carriers for repatriation of troops, conducting market surveys, bidding for large-scale and international purchases, standardization and consolidation of similar orders, are already centralized at Headquarters in the Departments of Peace-keeping Operations and Administration and Management. Further centralization at the regional level would only duplicate the work and create overlaps.

16. In the area of local personnel administration, centralization would not result in a reduction in staff, since these functions require the presence of personnel officers in various locations throughout the mission area, so the overall number of staff would not differ regardless of whether the service was centralized or not. As previously stated, the missions in the area are functioning in different countries and recruitment of local staff will, of necessity, be done locally.

17. Large-scale procurement activities are centrally administered at United Nations Headquarters and include all contracts whose value exceeds the procurement authority delegated to the field missions. Furthermore, the dissimilar requirements of the missions in the former Yugoslavia make centralization at Headquarters more effective than at the regional level, since they can be combined with requirements of similar missions in other parts of the world.

18. At the same time, the analysis identified several specific functions that could be centralized in theatre. These are as follows:

(a) The communications master network centre, including control and overview of provision of services to IFOR;

(b) Wide area network hub for providing access to electronic mail and replication of Lotus Notes databases from Headquarters, which is dependent on and should be co-located with the communications master network centre;

(c) Operation of fixed-wing aircraft and services to UNTAES and UNMIBH aircraft flying to and from Zagreb as required;

(d) Control of the movement of personnel and cargo through Croatia;

(e) International travel of personnel, including reservation, booking, confirmation and issuance of tickets, dealing with travel agencies, air carriers and packing and shipping companies, facilitating arrival and departure of personnel to and from the mission area, assisting with immigration and customs formalities. (This does not prejudice or prevent any mission from undertaking these tasks whenever possible.);

(f) Customs clearance services, including preparation of customs statements, issuance of border crossing documents on import/export of assets and personal belongings to and from and through Croatia.

19. In addition, a central United Nations Civilian Police Support Unit will continue to function in Zagreb until the completion of the final deployment of the civilian police in UNMIBH and UNTAES. However, personnel and expenses for this facility will be proportionately charged to both missions.

20. The above functions can be easily retained as centralized, since they are currently being performed by the former UNPF headquarters as part of its overall responsibilities. As long as this office remains functional and provision of central services is needed, it can be entrusted with the responsibility of supporting these services.

21. It was also determined that, contrary to the original plan, operating a central transport spare parts warehouse in Zagreb would be counterproductive from an operational point of view. The redistribution of the UNPF vehicle fleet was done in such a way as to standardize to the extent possible the types of vehicles transferred to each of the new missions. The spare parts requirements in various missions will thus generally not coincide.

22. Furthermore, operating a central warehouse would be impossible without a full delegation of procurement authority, which would overcomplicate the process and have a negative impact on other areas of administrative support. This would require centralized raising of requisitions, bidding, procurement actions, receipt and inspection functions and inventory control, and necessitate subsequent distribution of the goods. This would extend the procurement cycle unnecessarily and blur accountability. Therefore, the proposal of establishing a central warehouse is no longer regarded as effective and is withdrawn. Instead, the existing vehicle spare parts stock will be distributed in accordance with the actual requirements of the missions.

23. The revised requirements for central support services will not necessitate a change in the overall staffing projections, but will require a redistribution of the proposed staffing provided in annex IV of the report of the Secretary-General of 29 March (A/50/696/Add.5). Thus, it is recommended that the line for the transport spare parts warehouse be deleted and that the four staff be added to the Communications Control Centre (two Field Service and two local staff) and to air operations (two Field Service and two local staff) to cover the functions of the additional wide area network hub in the Communications Control Centre and customs clearance service and international travel of personnel in air operations. The current and proposed staffing table is attached as an annex to the present report.

24. The revised requirements for central support mentioned in paragraph 23 above relate to the staffing requirements for UNPF. It is not proposed, at this time, to revise the number of administrative posts proposed for UNMIBH, UNTAES or UNPREDEP.

Annex
Current and proposed staffing table for the provision of central support to the United Nations Transitional Administration for Eastern Slavonia, Baranja and Western Sirmium, the United Nations Mission in Bosnia and Herzegovina and the United Nations Preventive Deployment Force

	Professional category and above									*General Service and other categories*						
	USG	*ASG*	*D-2*	*D-1*	*P-5*	*P-4*	*P-3*	*P-2/1*	*Total*	*FS*	*GS (Principals)*	*GS (Other)*	*SS*	*Total*	*Local*	*Grand total*
Communications Control Centre																
Current	–	–	–	–	–	–	–	–	–	10	–	–	–	**10**	4	**14**
Proposed	–	–	–	–	–	–	–	–	–	12	–	–	–	**12**	6	**18**
Transport spare parts warehouse																
Current	–	–	–	–	–	–	–	–	–	4	–	–	–	**4**	4	**8**
Proposed	–	–	–	–	–	–	–	–	–	–	–	–	–	**–**	–	**–**
Air operations																
Current	–	–	–	–	–	1	–	–	1	4	–	2	–	**7**	30	**37**
Proposed	–	–	–	–	–	1	–	–	1	6	–	2	–	**9**	32	**41**
Administrative assistants																
Current	–	–	–	–	–	–	–	–	–	–	–	3	–	**3**	–	**3**
Proposed	–	–	–	–	–	–	–	–	–	–	–	3	–	**3**	–	**3**
Total																
Current	–	–	–	–	–	1	–	–	1	18	–	5	–	**24**	38	**62**
Proposed	–	–	–	–	–	1	–	–	1	18	–	5	–	**24**	38	**62**